

Land Use and Transportation News from Citizens for a Better Environment

Livable Wisconsin

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Voters Reject La Crosse Highway

More Wisconsin Communities Challenge Road Expansions

Road projects have always had their opponents but an increasing number of communities are protesting highway expansions and new alignments. The biggest event this year by far is the overwhelming rejection November 3 of a new north/south highway that would have split the city of La Crosse and the largest urban marshland in the state down the middle. In part, this increase reflects a near quadrupling in funding for the state's Major Highway Program since the early 1980s and a whopping 70% increase in travel miles on Wisconsin roadways since 1969.

The public is also more sophisticated about the connections between transportation, neighborhoods, and the environment in light of the 1991 federal transportation reform law, ISTEA. Planners and traffic engineers are no longer alone in learning about formerly obscure issues such as "induced traffic," secondary land use impacts, new highway designs, and traffic calming measures. And, although not widely disseminated, the US Federal Highway Administration has issued its own new guide to highway engineering entitled "Flexibility in Highway Design." (Call 202/366-0106 for a copy.)

A growing body of opinion in the planning world increasingly accepts the following points:

- *Prioritization of neighborhood needs*—Pedestrian concerns and a neighborhoods' integrity and attrac-

tiveness should be put above enabling faster through-traffic;

- *Better secondary land use impact estimates*—Roadway expansions that significantly add to or change an existing regional network should be closely examined for sprawl-making potential;

- *"Community concern trigger" in the planning process*—Communities should have the right to require a project of special concern to them to undergo a much more comprehensive and in-depth evaluation of alternatives and impacts. (See In & Around Wisconsin on pages 4-5 for a description of eleven of the most important road fights going on right now.)

"DESIGN Dane!": Boldest Wisconsin Land Use Idea So Far

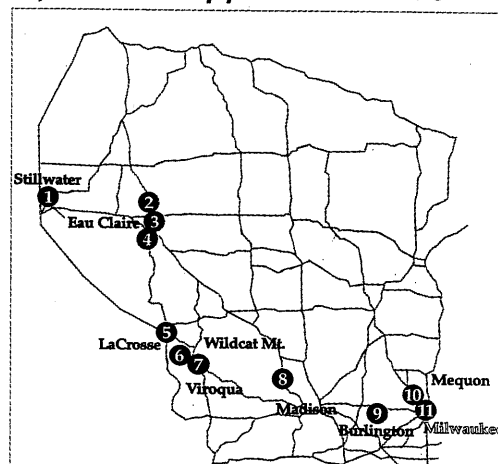
Lately many communities have made strides towards plans that promote more compact, pedestrian-friendly land development. A plan from Dane County Executive Kathleen Falk released this summer might just be the strongest and most interesting proposal to emerge in Wisconsin.

Wisconsin's independent Public Intervenor before the office was abolished by the Thompson Administration, Falk was voted into office in 1997 amid expectations that she would run roughshod over opponents of stronger planning. Instead, she quickly matched the ambitiousness of her goals with an intensive process of community participation and consultation so that even her opponents admit that she is willing to listen.

After eight months of forums and talks around the county, Falk introduced "DESIGN Dane!—Diverse

please see **DESIGN** on page 2

Key Wisconsin Road Expansion Projects with Opposition in 1998



1. Stillwater/St. Croix River Bridge
2. Eau Claire/Birch St.
3. Eau Claire/USH 53 Bypass
4. Eau Claire/STH 93
5. La Crosse/North-South Highway
6. Viroqua/USH 14-61, STH 56
7. Kickapoo Valley/USH 31 Rockton to Ontario
8. Dane and Sauk Co./USH 12 Middleton to Lake Delton
9. Burlington/STH 36 Bypass
10. Wauwatosa-Mequon/STH 181
11. Milwaukee/Lincoln Memorial Drive

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20-Year State Highway Plan Proposed, Retracted:

The word is quietly leaking from WisDOT that environmentalists "stole a march" on them this past May in quickly characterizing a draft 20-year plan for state highway building as expensive, environmentally dangerous, and not attentive enough to safety. WisDOT had scheduled seven public information hearings around the state in June to publicize the draft only to cancel them only one week after a news conference was held by an environmental coalition and just one week before they were to begin. Representatives of the New Transportation Alliance, 1,000 Friends of Wisconsin, the Sierra Club, Wisconsin's Environmental Decade,

Chair David Brandenmuehl (R-Richland and Platteville) declared that he could not see raising transportation taxes this next year or any time soon given increases in the previous biennial budget.

The draft plan would require an increase of \$6.2 billion in state highway funding beyond current levels through 2020 or about \$300 million more per year. It calls for a \$140 million or 30% annual increase in funding for state highway rehabilitation and a \$155 million or 82% annual increase in funding for enumerated major highway projects for an additional 3,000 lane miles (in addition to the 3,600 miles added by Corridors 2020).

The draft State Highway Plan also proposes that most of the additional \$170 million in flexible Surface Transportation Program and other federal funds from TEA-21 be spent on state highways.

This summer, WisDOT aggravated the Joint Finance Committee and bypassed the Transportation Projects Commission by not consulting them or local officials before plans were announced by the Governor to spend 70% of the \$57.3 million in 1998 TEA-21 money accelerating his favorite Major Highway Projects. In the face of this plan as well as the draft State Highway Plan, a coalition of local community interests called the "Fair Share Coalition" has begun a campaign to get a more equitable share of state and federal money for local roads and transit. The broad coalition includes the League of Wisconsin Municipalities, Wisconsin Towns Association, Wisconsin Alliance of Cities, New Transportation Alliance, the American Association of Retired Persons, the Sierra Club and others.

Critics of the State Highway Plan also noted that it would only reduce the geometric deficiencies associated with road accidents from 42% to 31%.

*please see **RETRACTED** on page 8*

New State Highway Plan

	Rehab	Major Projects	New Lane Miles	Needed Revenue in Gas Tax/Gal
Current Budget	\$9.7 billion	\$4.0 billion	3,600	n/a
Draft Plan	\$12.9 billion	\$7.3 billion	3,000	7-10 cents

Source: WisDot and Citizens for a Better Environment

and Citizens for a Better Environment charged that the plan could cost the equivalent of 7-10 cents more in gasoline taxes per gallon and did not estimate secondary land use effects. Contacted by Wisconsin Public Radio after the news conference, Wisconsin Assembly Transportation Committee

DESIGN DANE! *continued from page 1*

Environment through Sensible, Intelligent Growth Now." Although real estate interests have lately begun to attack it as too costly, DESIGN Dane! has already moved Dane County's debate about land use and transportation reforms a long way along the evolutionary path towards the establishment of an effective county land use program in Wisconsin.

Key elements of DESIGN Dane! include:

1. Farming, Rural Preservation:

- Long-term protection of one acre of farmland for every acre of agricultural land converted to non-agricultural use;
- Farm priority zones which will receive special benefits to assist farm families and where development will be limited;

2. Cities, Villages:

- Revolving loan program to help cities and villages revitalize older neighborhoods and downtowns, and improve how people get around, including as pedestrians;
- Targeting county funds for roads and other facilities to communities that promote efficient growth;

3. Land and Water Preservation:

- Stewardship Fund to acquire parks, open space, and agricultural land in key locations as advised in County-wide referendum;
- Atlas of key natural resources to assist development decisions;
- Groundwater protection and stormwater flooding and management strategy;

4. Transportation:

- Linkage between job development efforts and the location of transit and other convenient transportation and affordable housing options;
- "Rustic Roadway" status for select two-lane rural highways to preserve their low-volume, scenic character for motorists and bicycles;
- Better balance of transportation investments across modes, including transit;

5. Planning:

- More local planning freedom for communities that adopt policies reducing development impacts and promoting smart growth;
- County assistance to help ensure that annexation negotiations promote sensible growth; and
- Streamlined planning approvals for smart growth development.

Commuter Rail Studies Done in Dane County, SE Wisconsin

Commuter Rail feasibility studies in Dane County/Madison and Southeastern Wisconsin are now complete. Results indicate that commuter rail would help ease—but not end—congestion on various roadways in both regions. More importantly, both rail systems would offer travelers a convenient way to cut through area congestion by being faster than bus travel and comparable to or faster than a car trip.

Dane County: A subcommittee of the Dane County Board of Supervisors approved a feasibility study of commuter rail using self-propelled diesel coaches. Conducted by Parsons Brinkerhof, the study includes potential land use plans for stations from Calthorpe and Associates of California. A starter route from a west Middleton business park would run through the UW campus, connect with the Dane County Expo and Lake Monona Terrace Convention Center, and terminate at East Towne Shopping Center or Sun Prairie. An eventual buildout would reach west to Black Earth, north to Deforest, and south to Stoughton. Capital costs for the starter system would be \$90-104 million with annual operating costs of \$5.4 million. Farebox recovery would be high, 65-69% for the starter system. Ridership would range between 16,000 and 17,000 trips per day and would boost total area transit ridership from 37,000 to 47,000 trips daily.

Southeastern Wisconsin: The Southeastern Wisconsin Regional Planning Commission (SEWRPC) has

completed its feasibility study of an extension of Metra from Kenosha to Racine and Milwaukee. The project offers opportunities for pedestrian-friendly downtown development as well as newer developments along the route. Capital improvements for the new line would total \$152 million with operating costs of \$7.8 million of which \$3 million would be provided by farebox revenues. About 4,700 daily trips would be served, including more trips between Kenosha and Chicago—many of them along the ever-busy I-94 corridor between Milwaukee and Chicago.

Next Steps: Both Dane County and Southeastern Wisconsin are pursuing funding for the next stage in the process—that is, a “phase two” alternative analysis (formerly Major Investment Study or MIS) to qualify the projects for federal funding. SEWRPC has already scoped out the next study and plans are in the works to create a multi-jurisdictional task force to direct the study. Moreover, local money to match \$400,000 in Multimodal Planning Study funding promised by the state is already included in the budgets of the three counties and three biggest cities involved.

Meanwhile, although Dane County, Madison, and the UW-Madison have already budgeted their local matches for a phase two study, it is not clear if state and/or federal money will be there when needed. The money could come from the state’s Multimodal Planning Study fund but this is complicated by a new “Blue Ribbon Panel on Passenger Rail” to be appointed by the Governor that is due to report back circa April 1999. Stay tuned.

Dane County Towns Association Tries to Dissolve Dane County Regional Planning Commission

In a move that stunned most planners and officials in Dane County, the Dane County Towns Association managed to get a majority (32) of municipalities (towns) to formally petition the Governor to dissolve the Dane County Regional Planning Commission (DCRPC). The Towns Association cited disagreements with Vision 2020, the DCRPC’s recently approved long range plan that had been endorsed by a big majority of Dane County’s most populated cities.

Although the Governor “shall” dissolve the Commission upon receipt of certified letters from the majority of Dane County municipalities, Dane County and the DCRPC argue that state statutes also require a majority vote by the county’s Board of Supervisors. Regardless, the Governor can cite concerns about the adequate transfer of financial

responsibilities between agencies to postpone the controversial issue for some time.

Dane County Towns Association spokespeople maintain that towns should not need to accept county or regional planning standards and are talking with officials in surrounding counties about replacing the DCRPC with a totally voluntary association which any municipality could leave on any issue. So far these officials are cool to the idea of dissolving DCRPC to expand planning to a multi-county region. Supporters of planning in the area argue that this amounts to no planning at all and that a voluntary association is not legal under state statutes. The US Department of Transportation has warned Dane County officials that if the DCRPC is dissolved the area can no longer receive any federal road, transit, bicycle, pedestrian, or planning money. To avoid this, Madison area municipalities within the regional Metropolitan Planning Organization (MPO) boundary are prepared to take over the DCRPC’s role regarding transportation. This move worries transportation planners who are concerned that it would divorce transportation planning for the area’s hub from the rest of the county and from county land use planning.

Road (Building) Rage, In &

- 1 **Stillwater/St. Croix River Bridge**, USH 36 (MN)—USH 35/64 (WI): Both Minnesota and Wisconsin's DOTs propose a new commuter connection between Minneapolis and nearby Wisconsin communities just north of I-94. Because the proposed bridge impacts the protected St. Croix River, the National Park Service has jurisdiction over the project's approval. The agency has been joined by area residents in opposing the bridge which would replace the existing historic bridge in Stillwater, MN. In addition to direct impacts on nearby habitat, conservationists are primarily concerned about sprawl which the bridge would generate in the area damaging river habitat. *Status:* A judge has ruled that the National Park Service's decision to stop the bridge will stand. However, after failing to pass a change in the law that would remove the Park Service's authority, area Congressional representatives are brokering a compromise that would reduce the size of the bridge from eight to four lanes and cut more directly across the river. No final decision has been taken yet and the Sierra Club still opposes the four-lane bridge. The project would not address the problem of sprawl. Call Ginny Ying Ling at 800/373-7141.
- 2 **Eau Claire/Birch St**: Birch St. is the main artery for a diverse working class neighborhood that connects USH 53 with downtown. The speed limit is 25-35 mph and the traffic volume peaks at 24,000 vehicles per day. In the fall of 1997, Eau Claire's public works department began a major project to repair potholes in their major downtown streets and proposed widening Birch St. from a three-lane, 24-foot wide road (with a center turn lane) to 42 feet. The improvement would be completed on the south side and brought the street right up against the sidewalk. City officials were concerned about construction of the current street width through strong turnouts at hearings. Good discussion should take place and good research into the connection between speeding and street width. The project is of great traffic and engineering requirements. Meanwhile, the engineering responsibility for the project has been resigned. Call Jay Tappen at 715/836-2918.
- 3 **Eau Claire/USH 53 Bypass**: The "inner alignment" chosen by WisDOT is located in the city of Eau Claire and passes along a creek and through a green space that is a valuable asset to the city. The proposed bypass was vigorously by Altoona, this alignment was eventually rejected. The city of Altoona was closer to the city than the "outer loop alternative." Meanwhile, Northern Thunder, a coalition of the New Transportation Alliance, opposes any bypass and instead supports changes to the existing road to improve safety and capacity. *Status:* A final EIS has been issued for the project which has been delayed for acceleration by Governor Thompson and right of way acquisition could begin at any moment. Although not ruled out legal action and Northern Thunder is exploring options for further protest. Call Wil Fantle at 715/839-7731.
- 4 **Eau Claire: STH 93**: This rural two-lane highway runs south out of Eau Claire and was last designated by WisDOT for expansion to a divided four-lane expressway. Northern Thunder and others are calling for two-lane safety improvements through this area that is scheduled for very few development. *Status:* WisDOT has produced design sketches for the corridor but planning is at a standstill and a final EIS has yet to be prepared. Call Wil Fantle at 715/839-7731.
- 5 **La Crosse/North-South Highway**: WisDOT wants to put a new, \$80 million multilane highway from I-90 in the north through Wisconsin's biggest urban marshland into the heart of downtown La Crosse and 7th Streets. Losses to these wetlands from other developments have totaled 1,000 acres in the past and the road will directly consume 24 more acres and split the marshland in half. The highway will destroy 50 homes and 16 businesses and split apart various neighborhoods. The Environmental Impact Statement (EIS) failed to evaluate secondary land use effects. Moreover, although the EIS notes that I-90/USH 52—a primary north/south connection with I-90—will exceed capacity in 2020, WisDOT failed to adequately analyze an alternative to fix that road. *Status:* The final EIS has been signed and a signature campaign forced a binding referendum on the new road this past November 3rd. Nearly 60% of eligible voters turned to vote 12,000 to 7,500 against the alternative. What's next is not clear, but campaign organizers expect the city to explore a less disruptive alternative. Call Carol Erickson at 608/789-7131.
- 6 **Viroqua/USH 61, STH 56**: The highway running through rural Viroqua is a classic rural main street bordered by picturesque homes and shops. WisDOT proposes to expand the highway from two to four lanes by removing parking and widening the street. Residents say that the expansion is not necessary and ruins the character of their neighborhood. Although city alderpeople are sympathetic to the neighborhood, WisDOT is holding the city "hostage" since the city does not have money for a simple reconstruction and WisDOT will only pay for an expansion. Well-experienced in traffic engineering, former Madison DOT director Warren Somerfeld is leading the Viroqua neighborhood group. *Status:* No final decision has been made but citizens are not optimistic. A number of federal and WisDOT engineers privately agree with Somerfeld but WisDOT District 5 officials seem unfamiliar with recent developments in traffic engineering. Call Warren Somerfeld at 608/249-1549.

Around Wisconsin:

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7 Kickapoo Valley/USH 31 Rockton to Ontario: Situated in the Kickapoo River valley next to Wildcat Mountain State Park, STH 131 is a winding, two-lane road running through country as beautiful as any in Wisconsin. The road now sports only 300-500 vehicles per day but District 5 WisDOT officials want to straighten and widen its right of way by a factor of five for speeds of up to 55 mph. The highway project is supported by residents whose houses were condemned for a dam that was never built and was planned with the highway. However, most other residents favor preserving the road for anglers, bicyclists, and sightseers and oppose a wider right of way that would disrupt wildlife. Many do support some safety changes, however, such as softer curves in some places but want to keep the speed limit low. Some fear that WisDOT is looking for a new, heavier trafficked connection between I-90 to the north and USH 61 and USH 14 to the south. *Status:* A supplement to the 1992 draft EIS is now being prepared and residents are mounting a statewide campaign to support an environmentally sensitive alternative. Call Mark Kastle at 608/625-2042, kastel@mwat.net.

8 Dane and Sauk County/USH 12 Middleton to Lake Delton: This may be Wisconsin's landmark roadway struggle. Businesses along USH 12 in both Middleton and Baraboo have joined environmentalists and farmers to oppose bypasses around their cities as well as the expansion of USH 12 to a divided four-lane highway. Critics, including the Department of Interior, accuse WisDOT of illegally segmenting the project into two parts. The bifurcated project leaves only a short section in the middle (Sauk City) unchanged in order to escape concerns about sprawl and a new bridge over the Wisconsin River through eagle habitat. Hundreds of people at numerous hearings have joined the Dane County Board of Supervisors and the Regional Planning Commission in calling for a safe, two-lane alternative and in finding the EIS inadequate, especially in its analysis of potential secondary land use impacts. Federal officials are primarily concerned about secondary land use impacts on the Baraboo Hills, a National Natural Landmark now designated as officially endangered as a result of the project.

Status: WisDOT has been reluctant to answer questions from state and federal agencies about alternatives and secondary land use impacts and thus the EPA was forced to require a supplement to WisDOT's earlier draft EIS. However, the same agencies have declared this analysis fundamentally inadequate and misleading. As a consequence, the EPA has now hired Argonne National Laboratories near Chicago to perform an independent critique that will be the basis for any further actions regarding the EIS. Call Supervisor Brett Hulsey at 608/257-4994, brett.hulsey@sierraclub.org.

9 Burlington/STH 36 Bypass: One of the dozens of bypasses enumerated within the Corridors 2020 program, WisDOT plans to have this one pass east of the City of Burlington (about 20 miles southwest of Milwaukee). Town of Burlington officials are concerned about losing farmland and the rural character of their town to sprawl. *Status:* A final EIS has been issued. State assembly representatives and senators from the area appear unwilling to press for any legislative action to replace the bypass or give the town more say in the matter.

10 Watwaletsa Mequon/STH 181: Based on a 1989 request from Mequon and Cedarburg regarding congestion on Watwaletsa Rd., WisDOT proposed a road expansion project in 1994 which calls for widening the road right-of-way from 44 to 83 feet. Now that it's scheduled for construction, hundreds of residents have come out in favor of a transportation system management (TSM) alternative rejected by WisDOT to increase the highway's capacity within the existing right of way. The wider alternative would knock down 15 barns, seven thousand homes, numerous old trees, and other residences along the officially designated "Wisconsin Rustic Road." Despite decreased travel time on the new facility, WisDOT is projecting less truck traffic. Similarly, their 1989-based projections of dramatically increased vehicular traffic has been contradicted by the actual stabilization and even decline of traffic on some segments of the road. And although safety has been a primary rationale for expanding the road, WisDOT's official analysis does not include safety issues and engineers admit that the smaller capacity improvement project would be just as safe. *Status:* As a result of citizen complaints to the Governor, the project has been put on hold for now but no definitive action away from the currently scheduled project has been taken. Call Linda Smith at 414/241-0925.

11 Milwaukee/Lincoln Memorial Drive: Road projects that make communities happy can save millions of tax dollars. Addressing community preferences and saving money are two goals of Preserve Historic Lincoln Memorial Drive, a group that Milwaukee County residents formed to fight the county's plan to widen this historic lakeshore parkway. This fall the county approved an \$8.2 million plan to widen the parkway by adding a median the entire length, obscuring Lake Michigan views with median plantings and destroying the cherished Bradford Beach footbridge. The plan would destroy 1.3 acres of lakeshore parkland and 19 trees. Opponents, who are considering a federal lawsuit, say that widening the road by creating a median-divided street (and without removing lanes) will result in faster and more dangerous traffic and diminish the historic character of this landmark Lake Park parkway. The alternative—rebuilding the parkway on its current footprint—would preserve greenspace and scarce county tax dollars. Call Historic Lincoln Memorial Drive at 414/962-5902.

TEA-21: What it Means for Wisconsin Communities, Environment

You may already know from press accounts that Wisconsin's federal transportation funding jumped more than 48.1% over 1991 ISTEA (formula) levels. The increase amounts to about \$170 million more per year in mostly flexible funds over the actual amount Wisconsin previously received, including its special earmark for a donor state. All former ISTEA programs will be impacted, including transit that will increase its share of the Highway Trust Fund 2%, from 18% to 20% of the fund. Also included in the TEA-21 package were 16 pieces of highway pork, the biggest plateful going to Rep. Petri's district. Environmentalists are generally concerned that this pork plus a WisDOT's highways-only use of flexible TEA-21 will fuel a new fever of state highway building and further sprawl.

Here's the rest of the story:

1 Transportation Enhancements: Funding from the Surface Transportation Program (STP) set aside for bike, pedestrian, and other mainly local non-highway projects grew by 38%. Enhancement funding may now be used for pedestrian safety educational activities and to maintain habitat connectivity around highways. Wisconsin usually spends less than 1/3rd of its available funding, so watch for a campaign to boost this amount in the legislature's 1999-2001 biennial budget.

2 Congestion Mitigation and Air Quality (CMAQ): Despite relentless attacks, including from WisDOT, CMAQ not only survived but grew by 28%—up to 5% of total federal transportation funding. CMAQ funds bike, ped, transit, and other alternatives to highway projects along with some highway congestion relief projects in ozone nonattainment areas, including Southeastern Wisconsin.

3 Transit Enhancements: Madison and Milwaukee will now be required to spend 1% of their urban area formula funds on projects such as bus shelters, pedestrian and bicycle access, and improvements for people with disabilities.

4 Planning/MISs: Planning "considerations" have been replaced by goals which largely summarize previous requirements and signifies a move away from a "checklist" approach. The MIS or Major Investment Study will be replaced by a new alternatives analysis for which regulations are now being written. The new analysis further integrates NEPA requirements, including the EIS process. There is a danger that the regulations could be written so that the process moves too fast to adequately gather public input and consider environmental impacts. Moreover, new streamlining conditions could allow more projects to escape a comprehensive EIS if a project is thought by WisDOT to have no significant environmental impacts. Stay tuned.

5 Job Access: A new program of up to \$150 million/year in discretionary grants, primarily for mass transit, is now available to help low-income persons get to work.

6 Taxes, Parking Cash-Out, and Transit: Employers may now offer a wide range of transportation options which no longer entail tax penalties for transit and other non-driving choices.

7 TCSP Land Use/Transportation Grants: \$120 million over 6 years is authorized nationally for the Transportation and Community and System Preservation Pilot Program. The program is set up for joint public and private sector projects linking land use and transportation, especially in high growth areas. Check out: TEA-21 "fact sheets" on www.fhwa.dot.gov.

8 New Rail Starts: Although it's still not enough, authorized funding for new rail transit systems rose 65% to 8.2 billion nationally. \$2 billion of that amount is not guaranteed. Madison and Southeastern Wisconsin could be among those competing for these funds in the future.

9 Ped/Bike Use of Safety Program: Projects improving pedestrian and bicycle safety, including traffic calming, are now more explicitly eligible for state-distributed Safety program funding. Wisconsin is near the bottom of states in using Safety program money this way despite the fact that 7% of motor vehicle accident victims are pedestrians.

10 Clean Transit Fuels: \$200 million is provided nationally to convert dirty diesel fuel buses emitting dangerous fine particulate matter to natural gas and other cleaner fuels.

11 High Speed Rail (HSR): \$250 thousand in annual planning money was authorized for HSR along the Milwaukee to Minneapolis corridor. Money for grade crossing eliminations on designated HSR routes, including Milwaukee to Minneapolis, has been increased by more than 500% and should be enough to cover the cost of all needed crossing improvements in the Midwest. HSR is also eligible for \$10 billion in credit as well as funding from Enhancements, CMAQ, the Intelligent Transportation System (ITS) program, and the new TCSP.

Average annual federal authorizations (in millions of dollars) for Wisconsin are:

\$ 83.7 Interstate Maintenance

129.5 National Highway System
(interstate/major state highways)

144.2 Surface Transportation Program (fully
flexible funds) including 14.4 million in
Transportation Enhancement funds

34.9 Bridge Repair (partially flexible)

20.2 CMAQ

0.9 Recreational Trails

2.8 Metro Planning

27.2 "High Priority" Projects (Pork)

77.9 Minimum Guarantee

521.3 TOTAL

(Excluding earmarked or formula
transit funding)

Total state transit authorizations for Wisconsin start at \$31.6 million in 1999 and increase to \$35.7 million in 1999 and \$48.5 million by 2003. NOTE: "TEA-21 User's Guide," an easy-reading guide to TEA-21 and how it affects community, environmental, and alternative transportation goals may be ordered from STPP at 202/466-2636 or www.tea21.org.

Glendale's New Pedestrian-Friendly Streetscape Plan

Glendale will soon have a new look for the downtown segment of West Silver Spring Drive. The big road reconstruction project is designed to encourage pedestrian activity and commercial development. Right now, West Silver Spring Drive is a heavily traveled mile lined with empty parking lanes, used car lots, and vacant land. The current design causes multiple infrastructure problems for storm water management and water quality.

Glendale officials are reconfiguring the roadway into a boulevard with gentle curves that avoid dividing parcels of land and help slow traffic by 10 to 15 mph. Better signalization, pedestrian crossings at intersections, and pedestrian level lighting, benches, bus shelters, and rest areas are also planned. Equally important, city regulations will require entrances of new commercial buildings to face the road facilitating pedestrian entries and improving safety by ensuring that more "eyes" face the street. The project will cost \$24 million and should be completed by July 1999. Call Richard Maslowski, City Administrator, 414/228-1705.

Sheboygan Falls Joins Main Street Program

Ten years ago, huge shopping malls with vast parking lots were ready to take over downtown Sheboygan Falls, then dominated by dated, run-down buildings. Fortunately, residents, business leaders, and local leaders opposed the proposed malls and joined the Main Street Project, a program offered by the National Trust for Historic Preservation. Communities which join the program are provided with technical and research assistance on marketing, planning, and training.

Armed with old photographs of what the downtown looked like in the 1800s, the City has designed a "new" layout for central city developments that assures an authentic link with its interesting past. To help convince businesses, community groups, and citizens to contribute their own time and money to the project, Sheboygan assembled a before and after slideshow. The results are already impressive, including a resurgence of cultural activity and the emergence of one of Wisconsin's most charming downtowns. Call the Sheboygan Chamber of Commerce about their Main St. Program at 920/467-6206.

Milwaukee Plans One-Stop Permitting

The City of Milwaukee's process for issuing building permits is extremely complex and time-consuming, often leaving applicants confused and frustrated. A developer proposing to build a restaurant or bar must deal individually with a minimum of five city departments and two community boards, including the Department of Building Inspection, Department of Public Works, Division of Water Works, Department of City Development, City Clerk's Office, Planning Commission and Board of Zoning Appeals. Other agencies that may

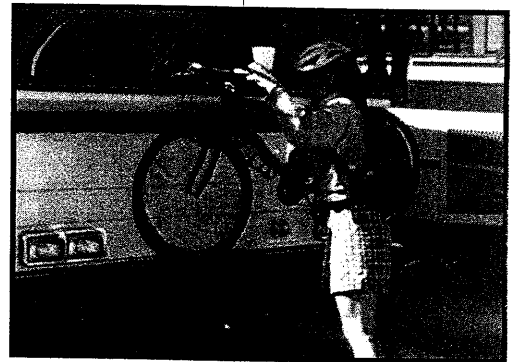
need to be contacted depending on the developer's site location and design include the Historic Preservation Commission, Architectural Review Board, Redevelopment Authority, and Business Improvement District. All permit applications are submitted separately to different agencies, forcing the developer to fill out, submit, and then track multiple permit transactions.

With such a cumbersome process, developers often choose to develop in lower density communities where the approval process moves faster and results in less headaches. To combat this problem, Milwaukee is simplifying the city's zoning code and its approval process for developments that fit the character of the older urban surroundings, such as entrances built up to the street and parking hidden behind the development. Mayor John Norquist's 1999 budget establishes a one-stop permit and development center that will allow developers to submit applications for most permits to one central location. In addition, a new computer system will allow applicants to track projects as they filter through the system and make information about projects available to the public through the Web. Call Martha Brown, Department of City Development at 414/286-5830.

Buses to Sprout Bikes in Three Cities Next Year

Bikes on buses will be blossoming next spring and fall in various parts of Wisconsin. La Crosse did its spadework first and will use its own federal transit capital money to put racks on its entire fleet as the air turns. And, although skeptical just a year ago, Madison Metro has suddenly caught bike rack fever and is set to equip its entire fleet with racks by next summer or fall—assuming all goes well with a new committee that will oversee the project. Madison's enthusiasm was not hurt by a new TEA-21 Transit Enhancements fund which supplies money for these projects and others at a 95/5% federal/local match. TEA-21 requires Milwaukee and Madison to use 1% of their federal urban transportation funding for transit enhancements.

Racine is poised to put bikes on about half of its buses using a Transportation Demand Management (TDM) grant from WisDOT. A key goal for the city is to link its downtown with UW-Parkside. Other cities have also been looking into the idea of bikes on buses. Oshkosh and Green Bay have both borrowed a free Sportworks bike rack from the Bicycle Federation of Wisconsin (BFW) to give drivers and bicyclists an idea of how the equipment works. Although pleased with these first efforts in Oshkosh and Green Bay, Jean Hoffman with BFW stresses that a bus system needs a bigger pilot with more racks to test the system as one rack offers an impracticably small choice to bicycle/transit users. Call Jeanne Hoffman with BFW at 608/251-4456 to borrow the Sportworks Bus Bike Rack video or get information about potential funding.



Winter/Spring Calendar

December 15-17, Austin TX: Smart Growth Conference: Profitable Development, Livable Communities, Environmental Quality. Sponsored by ULI, 800/321-5011

January 10-14, Washington DC: Annual Transportation Research Board Meeting/Conference. Call 202/334-2934

February 10-11, St. Paul: "The Heat Is On: Local Responses to Climate Change." Call 651/225-1177, or e-mail at hamilton@me3.org

End of March, 1,000 Friends of Wisconsin's Annual Meeting, call 608/259-1000

May 18-19, St. Paul: 10th Annual Research Conference (w/John Pucher), Center for Transportation Studies. Call 612/626-1077 or www.umn.edu/cts/

May 23-28, Toronto: City Transport Exhibition of the International Union of Public Transport, an international conference Call 416/869-3600, or e-mail at uitp99@cutaactu.on.ca

June 3-6, Milwaukee: Congress for the New Urbanism (CNU) Annual Congress. Call CNU at 415/495-2255 or www.cnu.org.

June 11, Minneapolis: Meeting of the National Growth Management Leadership Congress. Call 1,000 Friends of MN at 651/312-1000

.....

RETRACTED continued from page 1

WisDOT's safety improvements would be confined primarily to its Corridors 2020 routes with few improvements for the state's more dangerous two-lane roads. Citizens for a Better Environment also notes that the plan's state-mandated System Environmental Evaluation (SEE) does not estimate greenhouse gases despite WisDOT assurances to the DNR that it would. Moreover, WisDOT posits that the plan would reduce ozone precursor emissions by 14% by optimistically presuming that Congress or automobile makers will improve fuel efficiency standards. In fact, only a 2% reduction is due to the plan's congestion relief, and the next, more accurate generation of EPA's air pollution model (MOBILE 6) would certainly cancel out even this tiny emission reduction. Furthermore, WisDOT did not calculate the induced travel resulting from the plan that would generate significantly more emissions.

Citing changes in federal funding due to TEA-21 that were generally understood before the draft plan was released, WisDOT now plans to wait until early 1998 to release a new draft. Few expect it to differ much from the earlier draft.

About Livable Wisconsin

Mission Statement

To provide information on transportation and land use strategies to help Wisconsin communities stop sprawl and create healthier, more affordable and livable places.

About this Publication

Livable Wisconsin is published by Citizens for a Better Environment, an educational, research, and advocacy organization dedicated to protecting and enhancing community and public health, as part of its Livable Communities Project. Funding for the project is provided by the Joyce Foundation. Suggestions and other communications should be addressed to Rob Kennedy at 511 S. Baldwin St. Madison WI 53703 or e-mail to robkennedy@igc.apc.org.

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Citizens for a Better Environment

152 W. Wisconsin Avenue, Suite 510
Milwaukee, WI 53203

414/271-7280 (phone) • 414/271-5904 (fax)

Edited by Rob Kennedy, Ph.D.

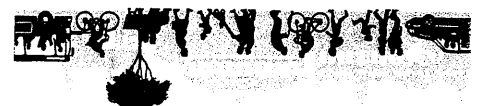
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Livable Wisconsin
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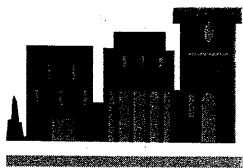
ALTERNATIVES to SPRAWL in SOUTHEASTERN WISCONSIN

Citizens for a Better Environment will soon release its new, 50-page booklet on the costs of sprawl in Southeastern Wisconsin and the results of its forecast of land use and travel in the year 2040 under sprawl and an alternative, transit-based scenario. Chock-full of useful charts and graphics, *2040: Getting There* also provides a quick guide to better neighborhood designs and information about the local costs of sprawl. Costs include police and fire service, automobile purchase and repairs, roads, parking, traffic accidents, and air and water pollution.

Alternatives to the current sprawl approach are offered to save farmland and habitat, reduce air and water pollution, reduce household transportation expenses, cut through traffic congestion, and increase your transportation options.

This report should be available by January 1999.

*For further information or to place an order call Allison at
Citizens for a Better Environment, (414) 271-7280.*



TOOLS FOR CREATING PEDESTRIAN-FRIENDLY COMMUNITIES



Community Image Survey (CIS)

The CIS is a survey technique that enables participants to evaluate a series of images of various land uses and densities, streetscapes, site designs, building types, roadways, sidewalks, parking lots, public and civic spaces, parks and recreation areas, landscapes and open spaces. (Approx. 1 hour) (90 slides: \$85 purchase or \$15 rental fee + \$85 refundable deposit)

"Back to the Future: Designs for Walkable Neighborhoods"

An entertaining video targeted to citizens, local elected officials, planning commissioners and others. It provides an introduction to key design concepts of pedestrian-friendly developments including: compact, mixed-use development; pedestrian-oriented site design; and traditional neighborhood street design. Examples are drawn from communities in Wisconsin and Illinois. (20 minutes, \$7)

Inside the Black Box: Making Transportation Models a Tool for Livable Communities

A comprehensive, easy-to-read guide to the process of land use and travel forecasting. It is targeted to commissioners, citizens, traffic engineers and planners. This primer describes how automobile traffic and transit ridership is modeled and offers suggestions for improving models and making them more sensitive to pedestrians, bicyclists and transit riders. (65 pages, \$9)

Site Designs for Livable Communities

This collaborative effort presents designs for traditional neighborhood development in four different locales, as alternatives to low density, auto-oriented sprawl. Each design was presented to local officials, property owners and local residents, and met with enthusiastic responses. Principles for Livable Communities and numerous illustrations are included. (50 pages, sale \$5)

Livable Wisconsin Newsletter

Wisconsin's only newsletter dedicated to livable communities strategies, reports on projects and events in and around the state and keeps you up to date on the latest ideas, analysis and legislation. (3 issues yearly, \$7.50 individuals/non-profits, \$15 businesses/government agencies)

Livable Communities Slide Show

This slide presentation provides excellent, side-by-side comparisons of pedestrian-friendly neighborhoods and typical auto-oriented developments using over 100 visual examples from communities in SE Wisconsin and elsewhere. (\$15 rental fee + \$75 refundable deposit)

Livable Communities Fact Sheet

A four-page brochure which covers some of the problems with -- and alternatives to -- sprawl development. (10¢ Each; first 3 free)

Community Design for the Next Century: A Guidebook for Creating Pedestrian-Friendly Towns & Neighborhoods

The guidebook will explain and illustrate examples of alternative design strategies and provide general recommendations for -- and specific examples of -- land use ordinance provisions, design guidelines and engineering standards. Subjects include street and streetscape design, access and circulation, parking, density, mixed-use development, redevelopment issues and pedestrian, bicycle and transit facilities. (Available in Spring 1999)

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- ☐ Inside the Black Box (\$9 Each) _____
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- ☐ Livable Wisconsin Newsletter (\$7.50/\$15) _____
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- ☐ Slide Show (\$15 Rental + \$75 Deposit) _____
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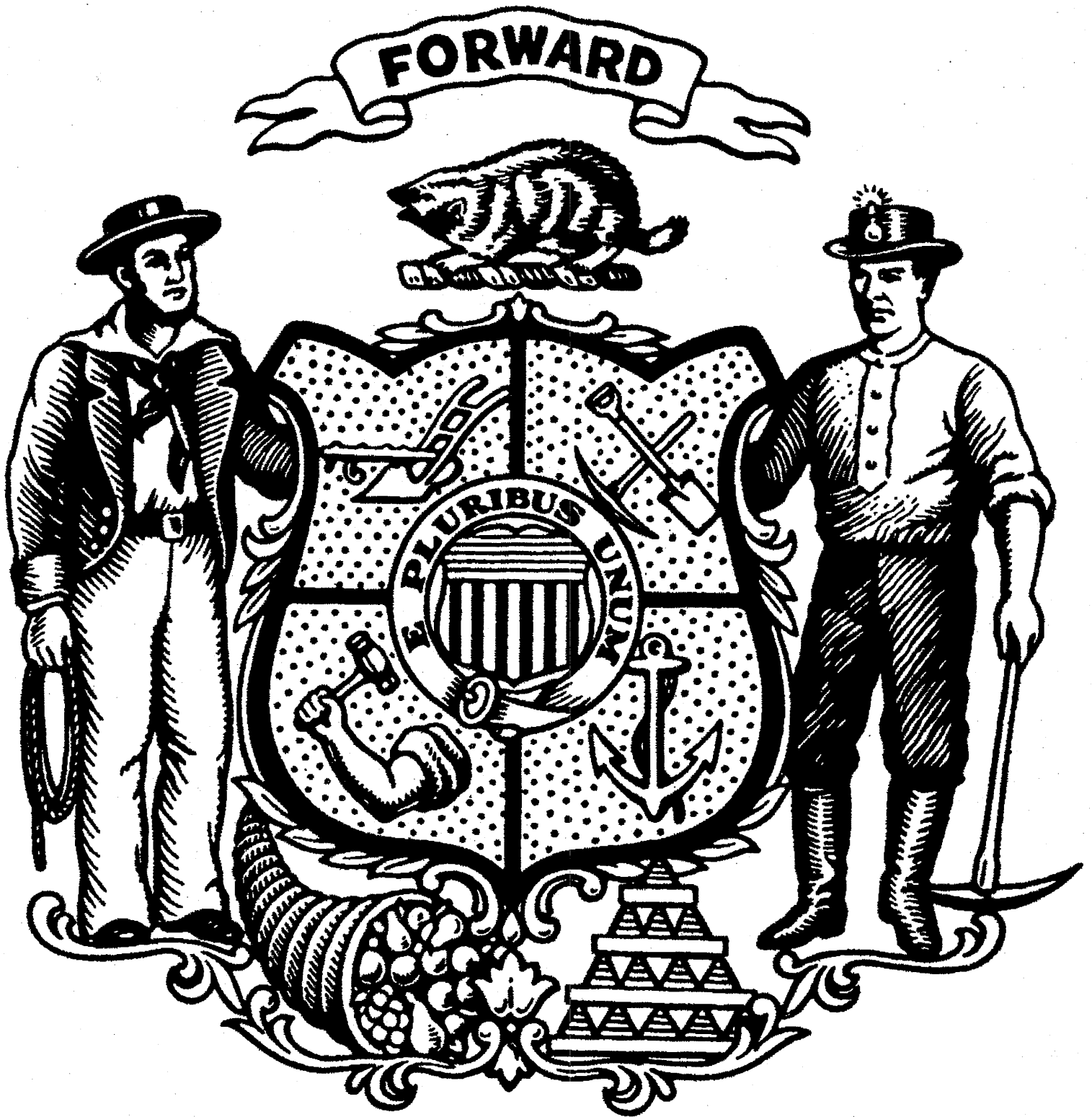
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WISCONSIN HIGHWAY USERS CONFERENCE

Nov. 16, 1998

TO: Secretary Mark Bugher, Wisconsin Department of Administration

FROM: Ernie Stetenfeld, WHUC chairman (608/828-2487-AAA)

RE: Wisconsin Highway Users Conference Perspective on Transportation Priorities and Funding for the state budget

The Wisconsin Highway Users Conference is an umbrella group of more than 20 organizations interested in good, safe highways and equitable taxation of the users who pay for our transportation system. Our member organizations take an intense interest in the development of the transportation aspects of the biennial state budget. Although progress was made on some of our transportation-finance priorities in the last biennial budget, conference members believe that there are a number of further changes that can be made now that will also aid transportation-funding decisions in the future. In the attached position paper we expand on the following recommendations:

- * **Focus investment on Wisconsin's high-volume National Highway System mileage and State Highway System.** This will help maximize both motorist safety and the positive impact of Wisconsin's long-sought and recently attained position of equity for federal return of highway-user dollars to our state. Revise the Transportation Projects Commission process to tie project selection to a planned level of investment.
- * **Broaden the narrow base of Wisconsin's transportation funding sources by enacting a statutory change now that--beginning in FY2002--would dedicate to the Transportation Fund the growth in sales tax revenue from several auto-related categories.**
- ✓ * **Grant local road aids only for local roads.** Limit increases in General Transportation Aids to the rate of inflation. Fund all beyond-inflation road-aid increases through assistance programs (e.g., LRIP, CHIP, TEA) that maximize local accountability for highway-user dollars. Constrain aidable expenses to those directly related to roadways (e.g., not increases in police costs with a merely nominal tie to transportation.)
- * **Establish a local revenue source for transit (beyond the property tax) by enabling metropolitan counties or cities to enact a local sales tax of up to . 5 percent dedicated to local mass transit.** (Either a local fuel tax or a terminal tax would be both inequitable and comparatively lacking in capacity, and we would oppose any such taxes vehemently.)

didn't we say something about wheel tax?

In addition to these general, longer-term recommendations, we urge that the following **critical implementing steps** be taken in the near term. These steps would enable appropriate use of increased federal funding and would result in a state budget that maximizes the return Wisconsin's highway users receive on the revenues they supply to state and federal transportation coffers.

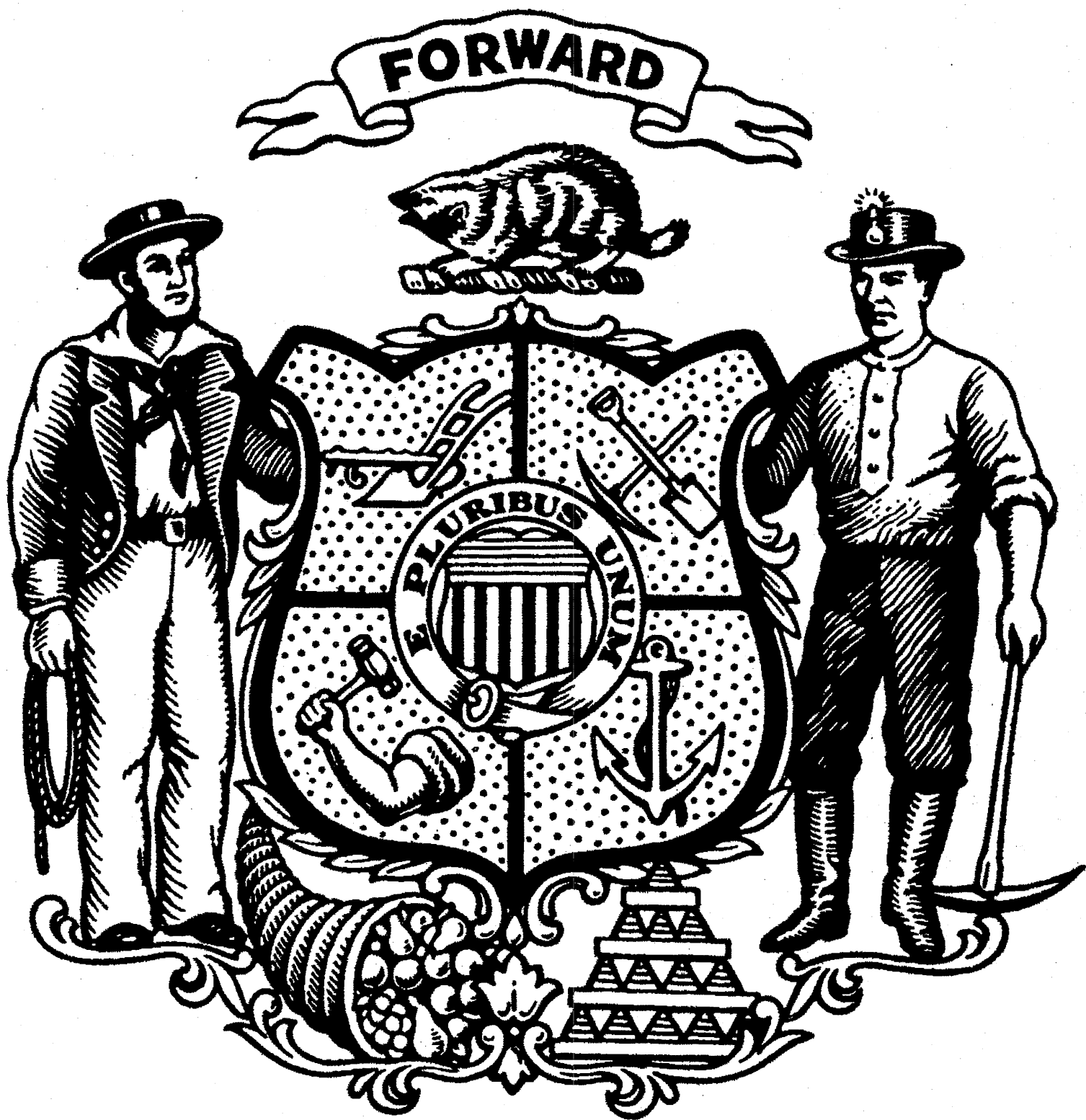
SECRETARY BUGHER--WHUC--PAGE TWO

- East-West
Freeway*
- * All new federal funding not otherwise restricted by Congress (e.g., CMAQ) should be allocated solely to state and local highway and bridge improvement programs.
 - * Federal funds should be used to supplement--not replace--state funding in the Transportation Budget. Federal funding should not be used to replace state funding allocated to highway programs. State funding should not be reassigned to programs for which federal funds cannot pay.
 - * Priority should be continued for state highway programs--addressing the system which carries some 60 percent of travel statewide, including most commercial trucking. Therefore, the existing 77 percent/23 percent state/local split of federal funds should be maintained in the FY 99 federal plan.
 - * Federal funds allocated to the state should be used primarily for needed increases in the State Highway Rehabilitation Program. WisDOT studies show large unmet needs projected in this area, both outstate and for the southeastern Wisconsin freeway system.
 - * The FY 99 federal plan should formally request that increases in all state and local improvement programs should be made part of the FY 99 permanent base. The new base should then be used by WisDOT and the Governor as an ongoing platform for these programs in the FY 2000-2001 biennial budget. This will ensure that continuing federal funding is used exclusively to permanently expand state and local improvement programs--without raising taxes!
 - * Neither in the FY 99 federal plan nor in the 2000-2001 biennial budget should new federal funding be used as a back-door means of increasing other transportation spending in areas not designated by Congress.
 - * Given very limited state and federal funding available for new spending, the FY 2000-2001 biennial state budget should provide equivalent above-base percentage increases for General Transportation Aids, transit, maintenance, and state and local road improvement programs.
- explain*

The Wisconsin Highway User Conference thanks you for considering our positions and encourages you to contact the member organizations endorsing these recommendations (see accompanying roster) with any questions you might have. Most importantly, as the administration considers budget proposals related to transportation, we urge you to bear foremost in mind the safety, mobility and equitable-taxation interests of the highway users who depend upon and pay for our transportation system in Wisconsin.

c: WisDOT Secretary Charles Thompson

END



END

APPENDIX A
ALLOCATIONS OF S.85.21 AID*
1998

COUNTY	Elderly Ambulatory	Elderly Disabled	Non-Eld. Disabled	Total E+D Pop.	Allocation	Local Match
ADAMS	2,959	828	477	4,264	\$33,190	\$6,638
ASHLAND	2,255	735	306	3,296	\$32,198	\$6,440
BARRON	5,403	1,623	762	7,788	\$60,623	\$12,125
BAYFIELD	1,813	433	242	2,488	\$32,198	\$6,440
BROWN	17,256	5,161	4,160	26,577	\$206,880	\$41,376
BUFFALO	1,906	635	245	2,786	\$32,198	\$6,440
BURNETT	2,265	622	232	3,119	\$32,198	\$6,440
CALUMET	3,327	975	673	4,975	\$38,730	\$7,746
CHIPPEWA	5,825	1,911	1,293	9,029	\$70,284	\$14,057
CLARK	4,137	1,428	603	6,168	\$48,015	\$9,603
COLUMBIA	6,074	1,814	849	8,737	\$68,004	\$13,601
CRAWFORD	2,144	670	312	3,126	\$32,198	\$6,440
DANE	29,585	9,003	8,176	46,764	\$364,009	\$72,802
DODGE	9,136	3,014	2,385	14,535	\$113,141	\$22,628
DOOR	3,508	914	448	4,870	\$37,908	\$7,582
DOUGLAS	4,969	1,639	807	7,415	\$57,721	\$11,544
DUNN	3,224	1,063	705	4,992	\$38,859	\$7,772
EAU CLAIRE	8,672	2,498	1,721	12,891	\$100,345	\$20,069
FLORENCE	722	234	85	1,041	\$32,198	\$6,440
FOND DU LAC	10,444	3,325	1,796	15,565	\$121,163	\$24,233
FOREST	1,321	442	165	1,928	\$32,198	\$6,440
GRANT	5,927	2,039	918	8,884	\$69,155	\$13,831
GREEN	3,664	1,154	580	5,398	\$42,025	\$8,405
GREEN LAKE	3,075	907	324	4,306	\$33,523	\$6,705
IOWA	2,390	727	389	3,506	\$32,198	\$6,440
IRON	1,143	306	102	1,551	\$32,198	\$6,440
JACKSON	2,178	713	332	3,223	\$32,198	\$6,440
JEFFERSON	7,268	2,197	1,593	11,058	\$86,076	\$17,215
JUNEAU	3,229	876	390	4,495	\$34,996	\$6,999
KENOSHA	13,096	3,905	2,546	19,547	\$152,152	\$30,430
KEWAUNEE	2,735	772	332	3,839	\$32,198	\$6,440
LA CROSSE	9,743	3,164	1,974	14,881	\$115,832	\$23,166
LAFAYETTE	2,020	575	279	2,874	\$32,198	\$6,440
LANGLADE	2,943	782	345	4,070	\$32,198	\$6,440
LINCOLN	3,758	1,137	603	5,498	\$42,800	\$8,560
MANITOWOC	10,087	3,184	1,526	14,797	\$115,179	\$23,036

*Allocations are based on estimates of elderly and disabled persons as of Jan. 1, 1996.

APPENDIX A
(CONT'D)

COUNTY	Elderly Ambulatory	Elderly Disabled	Non-Eld. Disabled	Total E+D Pop.	Allocation	Local Match
MARATHON	11,745	3,166	2,344	17,255	\$134,318	\$26,864
MARINETTE	5,528	1,765	763	8,056	\$62,705	\$12,541
MARQUETTE	2,374	624	210	3,208	\$32,198	\$6,440
MENOMINEE	252	55	75	382	\$32,198	\$6,440
MILWAUKEE	103,434	32,132	19,065	154,631	\$1,203,659	\$240,732
MONROE	4,185	1,561	1,104	6,850	\$53,322	\$10,664
OCONTO	3,968	1,080	557	5,605	\$43,630	\$8,726
ONEIDA	5,010	1,323	678	7,011	\$54,572	\$10,914
OUTAGAMIE	13,935	3,983	2,769	20,687	\$161,033	\$32,207
OZAUKEE	6,428	1,642	1,405	9,475	\$73,753	\$14,751
PEPIN	1,013	331	130	1,474	\$32,198	\$6,440
PIERCE	2,909	948	672	4,529	\$35,257	\$7,051
POLK	4,321	1,276	652	6,249	\$48,639	\$9,728
PORTAGE	5,777	1,619	1,188	8,584	\$66,821	\$13,364
PRICE	2,292	703	288	3,283	\$32,198	\$6,440
RACINE	17,648	5,141	3,730	26,519	\$206,426	\$41,285
RICHLAND	2,134	642	318	3,094	\$32,198	\$6,440
ROCK	14,655	4,598	2,831	22,084	\$171,909	\$34,382
RUSK	2,254	630	258	3,142	\$32,198	\$6,440
ST CROIX	4,142	1,521	1,197	6,860	\$53,398	\$10,680
SAUK	6,067	1,987	948	9,002	\$70,075	\$14,015
SAWYER	1,944	539	279	2,762	\$32,198	\$6,440
SHAWANO	5,261	1,594	688	7,543	\$58,719	\$11,744
SHEBOYGAN	12,421	3,634	2,252	18,307	\$142,506	\$28,501
TAYLOR	2,214	687	350	3,251	\$32,198	\$6,440
TREMPEALEAU	3,566	1,219	511	5,296	\$41,226	\$8,245
VERNON	4,041	1,217	451	5,709	\$44,433	\$8,887
VILAS	3,255	850	310	4,415	\$34,369	\$6,874
WALWORTH	8,578	2,513	1,568	12,659	\$98,537	\$19,707
WASHBURN	2,365	597	232	3,194	\$32,198	\$6,440
WASHINGTON	8,387	2,515	2,008	12,910	\$100,491	\$20,098
WAUKESHA	27,280	8,331	6,332	41,943	\$326,482	\$65,296
WAUPACA	5,613	2,548	1,029	9,190	\$71,541	\$14,308
WAUSHARA	3,472	906	341	4,719	\$36,732	\$7,346
WINNEBAGO	15,275	4,504	3,121	22,900	\$178,253	\$35,651
WOOD	9,580	2,890	1,383	13,853	\$107,828	\$21,566
TOTALS	533,524	162,676	100,712	796,912	\$6,439,600	\$1,287,920